

REFUGEE CAMPS

AND CAMP PLANNING

**CAMP DEVELOPMENT
PROGRAMMING**

REPORT
No. 3

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DALLAS, TEXAS

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Frederick C. Cuny and Associates provide specialized professional services for the preparation of plans and studies related to physical and social problems in urban and area development development and environmental research and design. Established in 1970, the firm is a prime consultant to INTERTECT.

INTRODUCTION

The Camp Development Program (CDP) is a vital link between the Camp's Master Plan and the actual construction of facilities recommended by the plan. If a detailed CDP is not undertaken before construction, there is a high probability that improvements will not be realistically paired with resources. By Camp Development Programming, needs can be identified and priorities established in line with available resources. Thus, a higher utilization of these resources can be achieved.

The processes outlined in this guide are applicable to all phases of Refugee Camp Development and are recommended as a guide for Camp Development Programming Procedures.

DEFINITION OF TERMS

Site Improvements (Projects) - Site Improvements are major projects undertaken by the government that are not recurring on a periodic basis. They include major replacements, purchases, and construction added to the physical plant of the camp. Specific examples of site improvements are: (1) housing, administration centers, fire stations, playgrounds, (2) streets, (3) water lines, sewage, (4) drainage, etc. In developing a Site Improvements Program, the government establishes criteria as to what is considered a "site improvement" and thus what should be included in the Camp Development Program. The following criteria for defining site improvements in Phase II and III camps is suggested: (1) New construction and buildings, (2) All Improvements (streets, drainage, etc.), (3) Major equipment and vehicles.

Camp Development Program (CDP) - The Camp Development Program is a schedule of projects for a one to three year period, along with estimated costs and sources of revenue. Normally, individual projects in the Camp Development Program are presented according to fiscal periods, showing the percentage of the project to be completed in each period. The period for a Camp Development Program should coincide with the government's fiscal increments.

Capital Budget - Capital Budget refers to a list of projects, along with costs and sources of procurement for the coming fiscal period. It can be viewed as the first period of the CDP.

Assisting Organization - A non-governmental agency, usually, but not necessarily, an international relief organization such as OXFAM, Red Cross, United Nations, etc.

Participating Organization - An organization or agency participating in one or more activities relating to the camp. A participating organization may be an assisting organization, a branch of the government, or a unit of the military.

ADVANTAGES OF CAMP DEVELOPMENT PROGRAMMING

The purpose of the program is to develop an orderly schedule of permanent improvements needed by the refugees. The CDP helps determine needs, establish priorities, and analyze the government's ability to bear total costs. The proposed, or concept, plan of the camp identifies in general terms what the government wants to accomplish. The Development Program is vital to the relief effort because it lays out a plan for financing improvements as well as scheduling activities.

PREPARING A CAMP DEVELOPMENT PROGRAM

Preparation of a CDP calls for the following steps:

1. An inventory of needed site improvements including cost estimates and an initial evaluation of their relative priority.
2. Analysis of past camp improvements and various systems workability.
3. Analysis of project requests from assisting relief organizations, usually involving discussion with the sponsoring organization.
4. Investigation of the financing capabilities of the government and/or assisting relief agencies.
5. An analysis of available material and equipment.
6. A schedule of project execution in a long-range program list that considers the relationships of the improvements to each other and overall material availability.
7. Selection from this schedule of a slate of improvements for early action. This generally takes the form of the development budget for the coming year.
8. Formal adoption of the development budget against the background of the long-range recommended program, usually after some form of higher review.

The preparation of the Camp Development Program must be a cooperative effort. The process should be initiated by the government through a communication asking for the cooperation of all involved, and outlining the purposes of the program. It is important to involve all groups who will be working in the camp in the identification of projects because of their knowledge of the specific needs of the refugees. The government plays an important coordinating role by making sure that requested improvements conform to the governments ability to pay. The government must establish general objectives and, of course, be responsible for the execution of the program. Refugee leaders must also be involved because of their knowledge of immediate needs.

PROCEDURES FOR PROGRAMMING

After the CDP has been initiated, several basic studies must be made. These involve three main areas - general information about the refugees to live in the camp, availability of money and materials, workability of proposals, and needed and planned projects. Much of the information may be available from other studies or from personnel at other camps.

Background Information - Certain general background materials are essential for the preparation of the Camp Development Program. These include demographic materials on current and/or projected population, geographic features of the camp site, the economy of the surrounding area, and other general information. An examination of current services in the camps and their adequacy should be carried out. Past and present site improvement projects should be examined to determine their effectiveness and the source of materials and current availability of materials

Financial Analysis - The fundamental purpose of the financial analysis is to determine approximately the present and future ability of the government to pay for the construction and maintenance of site improvements by establishing the

present availability of funds, by research into the probable future trends in outside financial assistance, by appraisal of all factors related to the administration and operation of the camp, and by determining what limitations are imposed by prior commitments upon the government. In effect, this amounts to comprehensive financial planning for the camp. All avenues of financial assistance should be examined thoroughly. All possible factors that may affect the camp must be taken into account. The government must consider such matters as population change within the camp, rate of construction, etc. Estimates must be arrived at logically and should be accompanied by a complete explanation of how the estimates were calculated and what conditions might change the estimates.

Expenditures - It is important to examine both past expenditures, in order to get an inventory of low cost, workable improvements, and future expenditures, to help determine the government's ability to pay for future improvements. Two general types of expenditures should be examined - operation expenses and site improvements.

Operation expenses should be classified by major service areas. In most cases, the various participating organizations use convenient and meaningful classifications. Expenditures for each classification should be listed for the past six months. If major fluctuations occur from month to month, there should be a short explanation attached. Past expenditures are a vast asset in determining future operating expenses.

Estimates for operating expenditures should encompass the period covered by the Camp Development Program. Estimates of future operating expenses are normally based on past expenditures with adjustments for increases in camp population, general inflationary trends, etc. To a great extent, operating expenses are based on service levels provided by assisting organizations; therefore, in considering future operating expenses, the government must anticipate all increases or decreases in assistance from outside resources.

An analysis of past site improvement expenditures should be conducted. By examining past site improvements expenditures, the government can determine feasibility of new improvements. It is also helpful to know how past improvements have been financed. Site improvements and costs should equal about 20% of the total budget.

INVENTORY OF PROJECTS

Each participating organization should prepare a list of all projects improvements, or programs currently under way and needed in the future. Future projects should not be limited to just the length of the initial Development Program. A period of 5 - 10 years can be used in assembling a comprehensive list of all potential projects. Improvements can be identified from studies made during the design of the Camp's Master Plan.

All organizations should prepare individual project estimates. Forms should be prepared for this purpose which include such information as a description of the project, its priority rating (see below), justification, estimated cost, etc. Attachment No. 1 illustrates the project request form.

The government should require a priority rating on all projects. The following priority scale can be used:

1. Urgent - Should not be postponed. Essential to meet an emergency situation, to maintain present level of service, or to complete a project already under way.
2. Necessary - Should be carried out within the next several years to meet the anticipated needs of the camp or to replace unsatisfactory facilities.
3. Desirable - Needed for proper development of the camp, but exact timing of these projects must wait until funds are available.
4. Deferrable - Improvements which may be needed for ideal operation but which can be postponed.

The following criteria is suggested for the use of participating organizations in determining priorities of the project:

1. Will the project contribute to the protection of life and property, and/or the streamlining of relief services?
2. What is the relationship of the project to the welfare and progress of the refugees? Will the project enable the people to adapt to their new environment?
3. How will refugees be affected by the project? How many will be harmed or benefited if the project is or is not carried out?
4. Will the improvement replace existing facilities that are obsolete, or is the item new?
5. Will the project add to the self sufficiency of the camp?
6. How will the project affect neighboring existing communities and/or private property?
7. Will the general life style or stability of the refugees be enhanced by completion of the project?
8. Will the improvement reduce or increase current operating costs?

REVIEW OF PROJECT REQUESTS

It is mandatory that the Government thoroughly analyze the project requests submitted by participating organizations. It is particularly important that projects conform to the Master Plan for the camp. Conferences should be held with participating organizations to get a more thorough understanding of individual project requests. Certain improvements at this time may be shifted into lower priorities.

After the projects are reviewed and consultation with participating organizations completed, the list should be considered in its entirety. The total requests should be reviewed according to the general criteria previously listed. After

final priorities are assigned, the first six month Camp Development Program can be prepared. A Camp Development Program Report should be prepared for distribution to interested parties and should include information such as individual project descriptions, priority ratings, justification, programming of the project, estimated cost by month, effect on the operating budget, and other factors related to the fiscal capacity of the government.

UPDATING THE PROGRAM

The CDP must be reviewed monthly and updated. It should be a continuing part of the government's budgeting process. Projects are reviewed to determine the progress of projects already started, and whether certain improvements should be continued, revised, delayed, or eliminated. The process of review involves the same people who participated in the formulation of the original CDP. The process includes evaluation of the projects currently included in the program, as well as the extension of the program by six months, and a review of resources available.

Changes in the CDP may be the result of a change in priorities due to unforeseen emergencies; new sources of assistance, etc. A monthly review of the program will assure that it reflects the most pressing needs of the refugees.

APPENDIX

Camp Development Program		
Project Request		Month _____ Year _____
Classification	Requisitioning Agency	Priority
Project Type & Description		
Justification	If Current Project, Status _____ % Complete Estimated Completion Date	
Cost Estimate 1. Plans 2. Construction Labor A. Contract B. Government Forces C. Refugee 3. Construction Materials 4. Other Total		
Source of Funds and/or Materials		Estimated Starting Date
		Estimated Completion Date
Estimated Monthly Operation and/or Maintenance Costs		

NOTES